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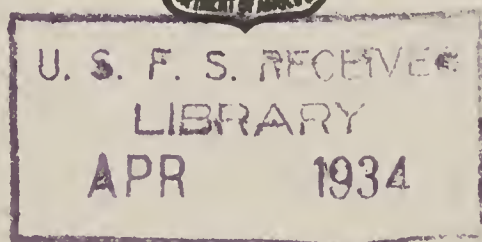
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EXECUTIVE AND PERSONNEL
MANAGEMENT
ON THE
NATIONAL FORESTS



A MEDIUM FOR THE EXCHANGE OF IDEAS AND
EXPERIENCES BY OPERATING EXECUTIVES
FOR THE BETTERMENT OF THE
SERVICE

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ANALYZING PUBLIC RELATIONS

by

W. I. Hutchinson, R-5

Public opinion is a very powerful force. Since mankind first set up systems of government it has been found that laws without the sustained support of public opinion were doomed from the time they were enacted. It is unnecessary to point to a recent "noble experiment" as an illustration of this truth. Philosophers and statesmen differ in their description of public opinion. Some calling it "the voice of the gods," others do not rate it so highly, but none deny that it's important. Fortunately public opinion is neither always correct in its first conclusion, nor is it static and unchangeable. Otherwise the Forest Service would have been cut down mercilessly in the seedling stage.

Perhaps no branch of the executive department of our Government was ever germinated in a more unfavorable site than the "Pine Tree Bureau" of the Department of Agriculture. Unlike others, it had no chance to grow unseen until its root system had become firmly established. A hybrid species, formed by grafting a neglected technical bureau of one department onto a nameless section of another, it was planted firmly and aggressively in the open where it was at once exposed to raging political winds generated by the heat of adverse public opinion. But this pine tree survived, and we are now wearing it as an emblem. It survived solely because political gales have been modified by a changed public opinion.

If anyone is interested in the reception given the Forest Service in its formative years let him read the autobiographies of the old timers, the Twenty-five Year Men, who first took up the administration of the national forests in 1905. They were virtual outcasts wherever they went. How could it have been otherwise? They went into logging camps and told hardboiled lumberjacks how to log; they told pioneer stockmen where, when and how they must graze their cattle and sheep, and then charged a fee for what had been free government range; they forestalled grabs of waterpower and timber sites all over the West; they put a stop to the old custom of burning the mountains every fall; they fired or jailed political appointees of a former regime who looked on a Government job as a right to petty graft. They overturned the habits of two generations and messed into private business. They offended practically everybody and pleased nobody. Outside of the administration they had no friends but a small group of scientists and conservationists who lived mostly in the East and whose expressions of approval were drowned in the tornados of vituperation.

How was it then that this upstart organization, suddenly possessed with such disturbing authority, was able to survive the storms of public opinion? It was done by the most important and successful Public Relations campaign that the Forest Service has ever undertaken. Yet this campaign was not consciously planned or organized. There were no lecture tours, motion pictures, radio broadcast or publicity. The campaign consisted in the simple doing of everyday jobs, fairminded decisions, and devotion to their organization by the members of the Forest Service of a quarter of a century

ago. First the local inhabitants of the forests, then the users and the visitors gained confidence in the rangers, the supervisors and the other members of the Service. This confidence led to interest and enlightenment concerning what we were striving to do. Enlightenment led to approval by all but the constitutional oppositionists and the unintelligent. Finally enlightenment led to cooperation.

Today we are still drawing dividends from that investment in the original P. R. campaign, a campaign in human relations which is the foundation of public relations. As our position has become more secure we have developed and as we have developed we have standardized, searched, studied and investigated for scientific foundations for our jobs. But the reason why we still have jobs to work at in the Forest Service has almost been forgotten. It is time we realized that every contact with a person outside of the Service is a P. R. matter. Every phase of our work involving any administrative business is an opportunity or a liability for the Service, for each has its effect on public opinion. The human relations element in our everyday jobs is the most powerful element in public relations work. Everything else listed as a P. R. activity—the lectures, slides and other publicity are only accessories to the human contact.

Conservation of natural resources is important to the nation's economic welfare and we are doing necessary work. But our friends will stand up and fight for us not only because of what we are doing, but because they like us and believe we are on the square. The assistance rendered by a forest guard to a person in trouble is worth more than a hundred lectures. We all know of many cases where the adverse sentiment of a community has been won over by a district ranger or a supervisor, not because of our policies and regulations, but because of the personality of the forest officer expressed through his every-day contacts.

To obtain a complete picture of P. R. work and to visualize the opportunities presented in any forest or ranger district is it not worth while to make as careful an analysis of our contacts as we have of other lines of administration activities. We can take a typical ranger district and classify all of the contacts made in the course of a year by the ranger and his staff; find out with whom he does business, where these parties live, whether in or out of the forest; whether they are individuals, associations or corporations; how they are affected by our policies; what they think of us, if favorably what can we do to hold and increase their cooperation, and if unfavorably what can be done to make them cooperators. We can find out the methods used by forest officers in their contacts and finally plan for comprehensive P. R. work in the district.

Such an analysis was made by the Office of Public Relations in Region 5, during 1932, on three representative ranger districts, each presenting distinctive problems. The basic idea back of this study is summarized in the following outline. After such a study is completed the question arises: What practical value is it to the ranger, other than to act as a check on his contacts, and how will the analysis help him in his P. R. work?

OUTLINE FOR FIELD STUDY OF PUBLIC RELATIONS ACTIVITIES

INTRODUCTION

The manual discusses Public Relations from an educational standpoint. It tells how good will can be obtained by informing the public of Forest Service work and the objects of its administration. The branch of Operation in its personnel management deals with the internal personal relations of the Service and the rules of conduct of forest officers, mainly with the idea of their relations with one another.

As yet there is no method of stating definitely the extent and importance of public relations work to be done in any ranger district, national forest or region. Aside from rules of conduct there are few suggestions concerning a forest officer's relations with the users of the forest, and the P. R. possibilities inherent in all classes of Forest Service business. Today, the rangers' work plans list PR as a side issue and what is done along that line is confined to existing problems. Classes of PR work, their analysis and possibilities are overlooked.

OBJECT OF STUDY

The objects of this study will be to:

1. Classify all PR contacts on typical ranger districts.
2. Analyse contacts made with different classes of forest users.
3. Analyse methods by which forest officers deal with different classes of users.
4. Determine specific plans for conduct of public relations work for the district as a result of Nos. 1, 2 and 3.

Personnel, or the actual personal aspects of the relation between forest officers and the public is not one of the main objects but it will be discussed as a cooperative matter for the branch of Operation.

What is desired chiefly is a detailed picture of all public relations work on the district to give it a relative rating in relation to other lines of work, and to make it possible to carry out a logical and practical plan for the improvement of the relations between the Forest Service and those directly or indirectly dependent of national forest resources.

The study will be summarized by tabulated statements giving the classification of public relations contacts and an analysis of each. The personnel problem of PR work will be a separate section.

SHEET I CLASSIFICATION OF PUBLIC RELATIONS CONTACTS

ORGANIZATIONS

1. Industrial
Lumber companies, power companies, irrigation districts, stock associations, mining companies.
2. Commercial
Hotels, stores, garages, resorts, banks.

3. Recreational

Fish and game clubs, summer home associations, municipal camps, boy scouts, camp fire girls.

4. Educational

Schools, colleges, study clubs.

5. Governmental

Other Federal bureaus, state and county forestry organizations, boards of supervisors.

6. Press

7. Associations and Clubs

Promotional, service, fraternal.

INDIVIDUALS

1. Residents (within or adjacent to Forest)

Ranchers, farmers, stockmen, miners, business men.

2. Transients

Campers, travelers, picknickers, summer home permittees, prospectors.

SHEET II

OUTLINE FOR ANALYSIS OF INDIVIDUAL AND
ORGANIZATION OF FOREST USERS
(To be tabulated)

NAME

ADDRESS OR LOCATION

FOREST RESOURCES AFFECTED BY ORGANIZATION (Timber, water, forage, land.)

EFFECT OF FOREST SERVICE ON COMPANY BUSINESS (Cut down amount of stock, withdraw timber.)

*NUMBER OF PERSONS AFFECTED BY FOREST SERVICE ADMINISTRATION (Either in company or dependent on company's product.)

SEASONAL OR CONTINUOUS EFFECT OF FOREST SERVICE ADMINISTRATION (Recreational is seasonal; grazing and timber is continuous.)

NATURE OF CLASS OF CONTACTS BY FOREST SERVICE (Personal, by letter, at meetings.)

*INDIVIDUAL DEALT WITH AND POSITION IN COMPANY

EXTENT OF KNOWLEDGE OF FOREST SERVICE POLICIES

RELATIONS TOWARD FOREST SERVICE (Friendly, indifferent, hostile)

FOREST SERVICE OFFICERS MAKING CONTACTS (Names. Time spent on public relations. Relation of Forest officer to user)

ACTION TO BE TAKEN (For continuance of good relations or to correct indifference, to overcome hostility. This is in detail)

*Used for companies or organizations only.

PERSONNEL AND PUBLIC RELATIONS

The personal characteristics of a forest officer are of the utmost importance in public relations. So far, all of our efforts have been mainly directed towards making him a good man from the viewpoint of the Forest Service. How the public might look at him is a secondary consideration. Forest guards are, it is true, given a short course in how to dress, meet forest travelers, and how to behave. But each permanent member of the Service seems to be allowed to develop his personality and his way of expressing himself to the public in his own way. We say a man is a "good forest officer," and we generally mean that he does his work well, behaves himself, and makes others obey the regulations. The description is incomplete unless there is an agreement on the definition of a "good forest officer". All of the many qualities of tact, common sense and diplomacy are more important for public relations purposes than others which are highly prized by the administrative and personnel officers.

The steps to goodwill on the part of the public are (1) Confidence in the officer (2) enlightenment as to Forest Service policies (3) approval of the Service and its policies and (4) cooperation. All of these come through actual contact with representatives of the Service. Lectures, movies, bulletins, articles, signs are only the accessories which build up any individual's opinion of the Forest Service. Each one forms an opinion based on the human element—their like or dislike of the persons who represent the organization.

Few organizations are in greater need of training their force in meeting the public. It is public opinion which alone has saved the Service in times of stress in the past and may have an important bearing on its future. If it has won friends, they will speak in its behalf and friends are won by human contacts. This makes public relations a universal and everpresent factor instead of an isolated and somewhat neglected part of a ranger's work plan.

Other organizations which do train their employees to meet the public have only one or a few classes of persons to deal with or deal with persons who are interested in only one or two kinds of business. The average forest officer must meet all classes from sheep herders to bank presidents and contact people engaged in many kinds of activities. We are either telling the public something it ought to know connected with our jobs, or we are delivering advice, assistance or service. Perhaps the best PR man is the one who can most perfectly coordinate all the duties of his position with the desires, positions, complaints and rights of the forest users and do it in a way that will win respect for him and for the Forest Service. All that the Branch of Public Relations is attempting to do in this study is to discover the technique of making a public relations study and point the way for the officer in charge.

PUBLIC RELATIONS ANALYSIS

TRUCKEE DISTRICT

TAHOE NATIONAL FOREST

P. R. PROBLEMS AND ACTION TO BE TAKEN

In addition to the action to be taken on the individual cases as shown on the tabulation sheet there are several special problems in this District:

SMOKER FIRES

The Lincoln transcontinental highway passing through this District, is traveled each season by 375,000 persons. They are from all parts of the country and when they enter the district from the east they are for perhaps the first time in an area and in conditions of climate and forest cover where extreme care with fire is necessary. Our signs have not cured the habit of throwing lighted tobacco from autos and ordinary educational steps are impossible because of the very large number of transients. The F. S. highway patrolman stationed at Boca, who travels the road between the eastern boundary and Truckee, has reduced smoker fires. He has done this by fire suppression rather than by law enforcement and education. Occasionally he sees cigarettes thrown from machines but as his auto has not the power and he has no siren he has not been able to arrest anyone. A chase on this highway is complicated by the great number of autos on the road. Also, the publicity derived from a law enforcement case would only reach the local population and not the travelers.

What is needed is some method by which travelers can be given a direct and forceful warning about carelessness with burning tobacco. If we could stop all cars at the boundary and either tell, or give in printed form some rules about smoking we could accomplish something. If the State Quarantine Station was located near the boundary instead of near Truckee it would be possible to get those officials to ask about ash receivers and to give leaflets or verbal warnings. The problem is to find some way to contact the thousands of transients who pass through this district. Perhaps a very large billboard sign set at the boundary and warning about careless smoking would help. In any event the patrolman should have first-class equipment and his car should have in addition to a siren, a Forest Service shield and a slogan concerning smokers.

CAMP GROUND FACILITIES

The entire camp ground and summer home resources on both Tahoe and Donner Lakes with the exception of about three small tracts, are in the hands of private owners. In the Tahoe Forest the Forest Service has only one tract fronting the Lake, the Tahoe Public Camp Ground, donated by the late Hon. William Kent. In Nevada there are 30 miles of lake front without any public camps. With the completion of the highways on the east side of the lake travel has increased and will increase rapidly. All camping is prohibited by owners and part of the duty of the F. S. patrolmen, who are paid out of cooperative fire protection funds, is to keep campers off these private lands. Both recreation and fire protection are complicated by the overwhelming amount of private lands, which fact makes our patrolmen and camp ground guards more the employees of private owners than of the

Forest Service—at least that is liable to be the way the public will view the situation. The policing of the lake shore for trespassing camp and picnic parties by Forest guards and patrolmen is for the purpose of fire protection but it is a duty which contains the elements of public relations danger for us especially as the demand for recreation grounds increases, as is bound to happen. Excluding the public is not a nice job at any time and we are liable to suffer for it.

What is needed is free public camp grounds and these can only be obtained by exchange or purchase or by donation. As all of the Lake is one big real estate layout, we are not liable to get any donations and will have to pay a stiff price on a purchase or exchange but it is safe to say that recreation facilities are needed more here than in any other part of the Region.

Ranger Snider is now negotiating for the purchase of sites by the State of Nevada and Douglas and Ormsby Counties. This would provide camps for those who do not want to patronize the resorts but would still leave the Forest Service as the agent and caretaker and not the owner and administrator of the much needed recreation grounds. Washoe County has already established the Galena Creek Camp Ground near Mt. Rose, and the guard, who is also in charge of the camp, is paid by the County. The Incline Camp Ground on the northeastern shore of the Lake is on land owned by the Hobart Estate and the Virginia and Gold Hills Water Company.

COOPERATIVE FIRE PROTECTION

The public relations work here consists of inducing the private land owners to contribute money for the employment of protection men and equipment. The accomplishments so far seem considerable. At Glenbrook the station is on private land, materials for the house were donated and the labor was by the guards. The salary of the patrolman is partly paid by cooperative funds and his duties include the patrolling of private lands for trespassing campers and picnickers. The guards at Incline and Galena Creek Camps have been mentioned. At Zephyr Point the lookout-fireman is partly paid by land owners and the lookout tower and some of the equipment was the gift of a wealthy summer home owner. This guard's duties also include patrolling for campers. The salary of the guard at the Tahoe Public Camp and (it is believed) the fire truck which he drives are from cooperative funds. The horse patrol at Brockway Summit is partly paid from cooperative funds.

Two associations of land owners are formed who pay for fire protection on a proportionate per cent of the assessed value of their property. This is mostly for the summer home residents.

There remains to be accomplished the enactment of legislation by Nevada which will permit the counties to pass fire protection ordinances. This is public relations work on a large scale and requires public education which will favor such laws, and even demand them. The way is being paved by getting cooperation with Ormsby County so that the fire truck in Carson City is sent to brush fires on the eastern front of the Forest. Washoe County sends the fire truck from Reno to fires near the Forest boundary. At present Snider is trying to induce a resident near Carson City to pur-

chase a fire truck for the territory around Washoe Lake.

TAXATION OF GRAZING LANDS

Both in California and Nevada the high rate of taxation on grazing land is having the same effect on the conservation of this resource as the taxation of timber is having on forestry. The ranges are over-grazed and are deteriorating. This condition applies to private land not under regulation under G-4 permits. It is of interest to the Service as a public relations problem connected with the stock industry. It seems to be more of a political question that cannot be attacked directly by the Service. Snider's idea is to discuss this situation with influential men, especially in Nevada, and try to obtain relief for the stockmen. Really it is a problem for the members of the stock associations to handle.

NOTES ON ACTIONABLE ITEMS ON TABULATION SHEET

The P. R. work necessary in Ormsby, Washoe and Douglas Counties, Nevada, has already been mentioned. This is for the purpose of passing fire protection legislation. In addition there are several other projects which affect a considerable number of people:

SUMMER HOME ASSOCIATIONS

The Brockway Tract Association and the Lake Tahoe Resort Owners Association will be canvassed for additional members so that more funds will be secured for fire protection. Contact with one individual seems all that is necessary for the Brockway Assn., but this matter will be brought before the meeting of the board of directors of the Lake Tahoe Association.

TAHOE LIVESTOCK ASSOCIATION

A special meeting of the sheepherders and camp tenders employed by members of this association will be called by the Forest Supervisor for the purpose of instructing them in the care of camp fires and impressing upon them the necessity for care with fire and the consequences to grazing permittees of disregarding this provision of the grazing permits.

TRUCKEE-CARSON IRRIGATION DISTRICT

New contacts will be made with this association through the directors for the purpose of educating them in the value of brush and forest cover and its relation to water resources. Their interest should be aroused in any fire protection measures proposed by the State and counties and in cooperative fire protection.

MIDWINTER LECTURE PROGRAMS

This will be continued as in the past and in addition an effort will be made to give talks to the Nevada Boy Scouts and Y. W. C. A. of Reno.

GENERAL SUMMARY

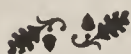
The PR activities in this ranger district consists in doing things in rather a big way and not so much importance is placed on individual contact. This is brought about by the fact that practically all of the recreation grounds are privately owned and usually by large companies controlling thousands of acres. We must go to them for both recreational developments and fire protection. Consequently the ranger and supervisor deal with

manager, presidents and board of directors rather than with individuals. Fire protection and fire cooperation on the Nevada side has been mainly initiated by Snider since 1925, and although much has been accomplished there remains much to be done. This necessitates contacts with boards of county commissioners and with persons who can influence legislation.

It seems that there are two lines of P.R. work in which we should go carefully. One is the agreements made with the owners of summer homes who demand that we police their lands for trespassing campers and pick-nickers, and the other is legislation for fire ordinances in the counties. We can and should spread education in fire protection and forest and range conservation, but it should be in connection with a program which will not involve the Service in any political controversy. The supervisor should be fully aware of what public relations work is going to be done and approve all action to be taken.

What has been accomplished by Snider has brought the approval of business men in Truckee and the two leading newspapers in Reno. THE RENO GAZETTE and the NEVADA STATE JOURNAL, who are both favorable to the Service. Snider sends them news items and also to OUT-DOOR WEST, a sporting magazine of Reno.

Generally speaking, this district is very important from a P. R. standpoint and has problems not found elsewhere on such a large scale.



REVIEWS

The Scope of Public Relations Work in Industry. By Leon V. Quigley, Technical Editor, Bakelite Corporation. An address before the American Chemical Society in 1930.

This paper by Quigley develops one phase of the public relations idea in an interesting manner and for that reason I am attempting to brief it for you. The paper assumes that PR is primarily publicity. This to me is its weakness. Publicity is desirable but public relations is broader. That part of the paper dealing with publicity methods is omitted. The discussion in our own Manual is probably just as good.

Mr. Quigley's paper says that industry is built fundamentally on research, production and sales, but there has developed an auxiliary department whose duty it is to correlate and interpret these three to its "field of force". This auxiliary organization is public relations. It represents an organized, sustained liaison effort between the industry and its market. It attempts to interpret the industry to the market and the market to the industry. It is not advertising or promoting. Its objective is understanding. In its highest form it is neutral or mediatory.

In origin PR work can be traced to the older profession of law. It is analogous in its procedure, in the advisory nature of its council and in its reliance on expert testimony. Like the business of law the work of public relations is as old as history. As an organized business activity it is relatively new. The organized legal council interprets the relation of its client to the law. The public relations council will come to be so recognized and accepted.

The term "public relations" is hard to explain but turn it around—relations with the public—and it is easily understood. As a profession, it developed from the effort to interpret fairly both sides of controversial situations primarily in the field of public utilities. In times of stress such as in depressions or strikes involving public necessities it is well to have understanding on both sides. At such times one senses the difference between a frantic and a temperate press. Yet the understanding must be built up before the stress develops. The press and the public usually take a more liberal attitude when they know the facts. The public requires that the interpretation be accurate, interesting and worthy of their attention. This means that the program must have value to both industry and the public.

As an activity of industry public relations should be conducted according to principles that are sound from an engineering viewpoint. These principles are, "First, reasons for the work, must be surmised to exist. Second, a logical purpose of the work must be established. Third, the principle of subdivision of the work must be determined. Fourth, all important relevant factors must be listed and appraised. Fifth, the relativity and importance of these factors must be determined", etc. That is, this work must be analyzed and planned just like any other if it is to get best results.

The success of every industry depends on the public. Lincoln is credited with saying that "with public sentiment nothing can fail, without it nothing can succeed". Lincoln probably was not thinking of industry, but many an industry has learned by experience that the public can either make or destroy. The industry depends on the public to buy its product and the public buys most readily where it has confidence and understanding. It is the function of public relations to inform (to interpret) and to enlist the cooperative interest of the public.

As I said in the beginning this paper takes what to me is a narrow view of public relations. The relations of an organization to the public are the concern of every individual in the company. The maintaining of proper relations is the responsibility of all, especially all line executives. Making this the function of a specialized department is, I think, passing out of the picture. This does not mean that public relations men are dropping out, only that the understanding of their duties and their relation to other departments is changing. Observe the difference between the attitude of this paper and the following one. It also is discussing a limited sector of the whole field of public relations but a very important one.

REVIEWS

Public Relations Aspect of Personnel Management, by C. S. Ching, Director of Industrial and Public Relations, United States Rubber Company. Presented at a meeting of the American Management Association in 1931

The following is not a review or even a brief. It is, more properly, a condensation. Most of it is in the words of the author. It is, what seems to me, a fine presentation of one phase of public relations by one of the

most understanding and most successful PR men in industry. Mr. Ching understands both the employee and the management's point of view, having worked in both capacities. He worked his way up from the ranks and was as he intimates in the first paragraph, at one time a street car conductor. He now exerts a lot of influence, and I'm sure you will like his discussion of PR.

"What is the effect of personnel policies on public relations? What caused the conductor on the car of the International Railways coming from Buffalo last night to make a very favorable impression on me, one I shall remember for a long time? There were only a few other passengers and that conductor started to tell me about the street railway business, a subject rather close to my heart as I had been in that business for several years. He explained all the difficulties the street railways were up against, the type of competition they had and the difficulty of securing sufficient capital to invest in adequate modern equipment that would attract to the street railways some of the patronage which they had lost as a result of automobile and bus competition. There is a direct reflection of company policy through that employee.

Of course the public utilities employees meet the public but what about the so-called private industry? My conception of the effects of personnel policies on public relations is that the good will of the public secured through employees must be a by-product. First, it is necessary to have the employee's good will. This we all strive for not just to be good fellows but because it is good business. What are some of the factors that create employee good will? One of them is that a company must have a reputation with its employees for character and integrity. If there is an opportunity to put something over and save a little money, what is the effect of that on the man who does it? What does he think?

Next, it seems to me, that it is very important to have the respect of the employees. How can you get this respect? I believe that one of the most important things in getting it is to run an efficient business. The employee must realize that you know your business, that you have right policies and that the business is a success financially. I do not believe that you can ever have proper personnel policies in an inefficiently operated plant. You may have a good bunch of fellows but you do not have the genuine respect of your employees.

Next comes the matter of the extent to which you take employees into your confidence; to what extent you tell them the condition of your business; to what extent you have them understand what your objectives are and what your policies are; to what extent they have the opportunity of bringing to your attention, without fear of discrimination, matters which they have on their minds.

Then there are some other things that concern the public more directly. For example, have we the right to bring into a community families which, if the breadwinner of the family should die, are thrown on the community? Have we a right to wear out employees then throw them on the community as a burden? I do not think we have. We must accept our responsibility not only to our employees but to the communities in which we operate.

It is evident that public good will through personnel work cannot be gotten except as a by-product, through the interest that is aroused in the employee for his company, and his pride in recognizing that he is a part of it.

I am speaking now about the public generally. Your public in your local community is interested in you as an organization to the extent to which you are making a contribution to that community. And when you get very close to the situation they are not so much interested in the manner in which your personnel policies are carried out. That is one side of it. The other is this, however, that if you have personnel policies your employees believe in, if your employees believe in you, if your employees believe yours is an institution with character and integrity, that you are doing the best you can so far as they are concerned, that you are thinking your personnel problems through, then, without any advertising on your part, without any blare of trumpets, immediately your employees begin to radiate your policies throughout your public in the community. Your reputation then begins to rise and rise in the minds of the public, not because of a conscious effort on your part to bring it about, but through the influence of your employees.

Right after the war I was in Boston connected with a public utility. There was a certain group over there in a large public utility, who were rated probably lowest in the social scale. In a descending scale were the office worker, the secretary, the stenographer, and the ordinary office clerk. Then came the department store worker, then the factory employee, and last on the list from the viewpoint of reputation, social status and everything else, came the telephone operator. Nobody thought that the telephone operator, the telephone employee, amounted to much. They were just gum-chewing, slangy individuals, just the type of people you did not want to have around. Girls coming out of high school would even go to work in the factory before going to work for the telephone company.

Then, all at once we became conscious in some subtle way that the telephone operator was rendering a real service to the public. We began to think of the telephone operator who saved lives during the flood in Arkansas, the fire in Moline, etc., and began to get a feeling of pride in our telephone service. We began to place the telephone operator rather high up in the scale.

Today the telephone service is generally classed as very high grade, splendid, wonderful. Anyone connected with the telephone company today wears not only a badge of honor but a badge of service.

As I visualize it, personnel policies were established within that organization that made their own organization realize that the employees were engaged in public service, that they were in a position where they could really serve and that their social status was just as high as anyone's else. In this way they began gradually to improve and build up morale to the high plane they have today.

I was up at Dartmouth last spring. Driving down I needed some gasoline. There was a station with the name Socony. I drove into the place. A man over in the corner was working on a car. He had a customer there.

All at once another fellow hopped in. I didn't notice what had gone on. He took the cap off the tank, put the hose in and said:

"How many?"

"Fill 'er up."

He did. I reached to pay him and he said:

"You'll have to pay that fellow over there. I was just driving by with this tank wagon. I just came in to help him. He runs this gas station and I was afraid you'd get away. and the Standard Oil can't afford to lose a customer."

Rather striking!

I give you another illustration—a series of illustrations. A taxicab company in New York called the Keystone, newly organized, has a fleet of new taxicabs that has gone on the street within the last three or four months. I rode in one one day. It happened I had a particular interest because the company has its offices in our building.

"What sort of company have you got? Something new? This cab yours? What sort of company is it to work for? How do they treat you?"

"The president of this company is the squarest gentleman I ever saw. He is a corker. If we fellows can only help him to make a success of this, we're going to do it."

I checked sixteen men, taxicab drivers of the Keystone Company, and everyone had the same story. Don't you believe that fellow has a good public relations policy?

All of those things, to my mind, are by-products of the right personnel policy; that is, the personnel policy is right, in and of itself. What is done is done because it is good business, a good thing to do, and yet you cannot tell how much this by-product amounts to until you get it going. It seems to me of vital importance.

When I speak of personnel policies I am thinking of that thing which actuates everybody from the president down. I am not thinking only of wage earners but everybody in the company. What is the reaction of everybody in the company to the company? Do they care? It seems to me it would be a mighty good idea if those of us engaged in private industry (the public utility is up against this all the time) *made a survey to determine what are our points of contact*. Where do we come in contact with the public? Does the salesman of the General Electric Company that comes into our office and meets the buyer in the purchasing department get the impression that our company has a standard of business ethics, or does the salesman go out with the impression that the purchasing department of the United States Rubber Company is a bunch of chisellers?

Does the employee who comes in looking for the \$20 a week job go away with the idea when he is turned down that he would like to get into that organization if he could? That he believes from the atmosphere around the employment office it would be a decent place to work? I don't know. Is it worth considering? Is that employee turned down a potential spreader of good or ill will for the company? Is the employee whom you are forced to let out and who is possibly irritated at the time he is discharged, let out

in such a way that after he has had time to cool off and think it over, he thinks maybe he was wrong and the company not so bad after all?

The man who calls up on the telephone and is answered so:

"HelloWhat's that you sayNo, he ain't here."

What is his impression of your company? Have we watched all those points of contact?

If the American Management Association can do any one thing with this division of the Association more important than anything else it will be this: To get the idea across, as stated before, that public relations is not press-agenting; public relations is not publicity; public relations is something that has to be built from the ground up.

If you have not an employee relations program that stands for what it is worth by and of itself as a personnel program, stop talking about it. It does not require any intelligence on the part of the public or employee to detect the note of insincerity.

There is another important thing in public relations. Do you really want to carry on? Do you want to follow through with a code of ethics? Have you courage enough to go through? It is going to pinch a little to have courage enough to face the loss of an order because you won't violate a code of ethics. It's hard to do these days. But you have to face all those situations. It isn't as easy as it looks. Being a good fellow, telling a lot of people what a good fellow you are, and your company is, is not the answer. If you are going through with a public relations program that is going to last, you must realize you have to make some sacrifice. You have to go through with definite principles no matter what they cost. If you do not intend to go through in that way, stop talking about it. You must build your public relations on a reputation for character and integrity.

REVIEWS

Characteristic Traits that Mark the Executive Leader, by Donald A. Laird, Colgate University. Published in *The Office Economist* for January-February, 1933

In this article Dr. Laird describes a study of executive characteristics which is somewhat different from past studies both in method and in results. Hundreds of articles have been written on this subject and hundreds of lists of characteristics have been published but most of them have been mere opinion or the results of rationalizing. We are all prone to attribute to the great those traits which we have learned to think desirable.

A common approach has been to ask a successful executive to what he attributes his success. Naturally he does not know just why he succeeded and attributes it to the possession of accepted desirable characteristics practically always including "frugality" and a liking for "hard work". Another method has been to ask big executives what characteristics they look for in choosing executives. They again rationalized and listed the characteristics they would like to have but seldom get—the characteristics of the ideal social man.

This study started with a different approach. It attempted to eliminate opinion and self-analysis. It tried to make the study as objective as possible

and to eliminate the personal equation through the law of averages. First a key executive was chosen in each of a large number of organizations all over the country. This executive then chose two others, one a "comer" and the other "just an executive". Each of these was then analyzed according to a previously developed method. The records from all over the country were then assembled and analyzed to find what characteristics the comers had that were not also found in the other group. If not more than half the strong executives had a trait or no more of them than of the poor executives you could not say that it was a characteristic peculiar to executives or one that could be used in their selection. On the other hand if most of the best bunch had it and only a few of the poor group, it was considered as a "mark" of a good executive. In this study the "strong silent man" of fiction decidedly lost out as did the "love of hard work", "frugality", and a number of other commonly accepted traits.

"The psychological microscope shows that it is not the noble, humane, or pleasing personal qualities that make the leader. On the contrary, about half the successful executives studied had a noticeable dislike of their associates, had man-sized tempers, did not know or care much about the home conditions or troubles of their employees, were argumentative and inclined to fly off the handle, and by no means the type that invites others to come to them for confidential, helpful advice. Likewise, the strong executive bragged more, was inclined to be vulgar, was more likely to interrupt others and wasn't possessed in any marked degree of the well-known 'smooth as silk' personality."

Then if he is not the type of man we thought him to be what is he? Well, first of all he impresses others as "having oceans of confidence in himself". Next, he is a direct actionist; he likes to deal openly, man to man, and can do a good job of direct person to person leadership. He has the precious quality of being able to criticize without antagonizing. He not only accepts but seeks responsibility. He makes decisions and stands by them in face of opposition. He is an omnivorous reader. He wants the facts and gets them. He wants his reasons understood but acts anyhow. He asks for suggestions but still does it his own way. He is not given to passing the buck, and can delegate responsibility. In other words he is at all times a direct and fearless realist. (Not all traits have been included)

Now that we know perhaps better than before what are the characteristics of the men who are actually being picked for advancement, what can we do about it? How will these characteristics be of any more value than the old rationalized lists? My idea is that these characteristics are not "birth marks" that we either have or do not have, but traits that we all have to a greater or less degree and that where the degree is less, it is something that can be cultivated. If you want to advance to a higher executive job and want to bad enough you will strengthen yourself where you are weak and in the positive things that count. The negative characteristics mentioned are not necessities but just happen. It is not suggested that a temper or vulgarity is desirable. Neither does it mean that a "liking for hard work" is a detriment. It is probably a help, but other people work hard too. And further, it should not be inferred that executive characteristics are universally desirable. It takes a lot of kinds of men to make a world and only so

many of them should be executives. If all were, I don't know what would happen.

But if you do want to be an executive and want to get ahead and find that you are weak in some of these traits, say that you have a tendency to antagonize, or to pass the buck, then the thing to do is to overcome these tendencies; watch yourself, study your predilections and correct them. It is not easy but you can develop new ways and new tendencies. "For use almost can change the course of nature".

But if you are not so anxious to advance that you are willing to subject yourself to considerable discipline, then the best thing to do is to convince yourself that you are satisfied where you are or to go in for some other line. We cannot all be executives anymore than we can all be president. But as I said before, if you really want to advance as an executive and want to bad enough, it can be done. This is really a very serious question for you young executives just starting out. But don't take it too seriously. Just reach out and take every responsibility within reach, believe in yourself and go ahead. And the chances are you will go ahead.



SUGGESTIONS FOR DISCUSSION

Last month we discussed the relation of job analysis to training, and here we come again with job analysis in public relations. I have given you Region 5's outline for such an analysis and a sample analysis of one ranger district. What's the matter with us anyhow? Has this analysis business gone to our head? Or is it really something that will help us to do our job? How do you fellows feel about it?

A short time ago, at a meeting of the American Management Association Dr. Donald said that practically every industrial organization in the country needed to analyze or re-analyze its public relations *responsibilities*. I wonder if that word isn't better than "job". Which is it needs analysis, or is there any difference? Public relations is important. That now is universally recognized not only in public work but in industry. I have given you briefs of two industrial viewpoints, both good, both important, but neither covering the entire field. One discusses the specialists work in interpreting the organization to the public and the public to the organization; the other discusses the influence of the personnel of the organization in reflecting the organization through service and contacts. If these things are important, and they are, how can they be best done; how can you as an administrative officer assure yourself that they are well done? Will an analysis help you in inspecting the PR work on a ranger district? Will it help you in training your rangers or guards in public relations work? But Ching says with a great deal of assurance that good will secured through employees must be a by-product. Go out and work for it direct and you don't get it. Then why do anything about it? Just do a good job and let good will take care of itself? But if that is all there is to it, why was Ching talking about it at all? You notice he also says that it would be a good idea for every industry to make a survey to determine what its contacts are.

I am not trying to sell you Hutch's analysis scheme. May be it is a

survey rather than an analysis that is needed. Or maybe things are going along pretty good as they are. Anyhow, I know you will all agree to this: You all, including every ranger and assistant, want to do a good job. You want the public's good will as a byproduct of that good job. You want them to understand your job and what it means to them and what their cooperation means to you. You want all this and more but just how is the best way to go at it? It is best to start with the facts and know our public, what our contracts are and just where we now stand? Sure, but is it necessary to try to put all that on paper and just what does the paper add to it anyhow? Let us consider some of these questions seriously and give each other the benefit of our views. I know a lot of times where having your ideas on paper has influenced policies and programs. This is in a formative stage, what do you think about it?

QUESTIONS

1. You have Ching's suggestion that every organization needs a survey to determine its public contacts; you have Donald's suggestion that every company needs to analyze its public relations responsibilities. You have R-5's outline for an analysis and a sample of its application. Are there three things or only one? If three, do we need any or all? If one, is the proposed method satisfactory? Suggestions?

2. Specifically, where could an analysis such as the sample be used; would it help in making work plans? Would it help the ranger in understanding or doing his job? (Hope some ranger answers this) Would it help the Supervisor in supervising the PR work? (Which is often merely a phase of other work) Would it help anyone in training? Would it help the Supervisor in inspecting, in assuring himself that public relations responsibilities are being met? Would it help in any other way?

3. Do you recommend for or against? Or with modifications?

May we have you discussion by April 28?

Note: The February number was given No. 19 instead of 16. Please change the number on your copy. Due to the moving of the printing office in April the number for that month will be late.

DISCUSSIONS OF LESSON 15

The question which I put up for discussion was not the whole plan idea but merely the question of flexibility. There had been criticism of our plans on that basis. I found from reading that other organizations had had the same difficulties and criticisms, particularly in that phase of planning involving the budget. All these things indicated that there was a real problem involved and not mere faultfinding. It seemed therefore a proper subject for our discussion. I reviewed an article on flexibility not with the idea that we should or would copy their method or plan but rather for the same reason that we study silviculture in addition to studying the sale on which we are working.

The following fifteen papers are the result. I suggest that you study them carefully. Of the fifteen, (as I interpret the statements) thirteen express the need for work plans, the other two are indefinite but do not express the opposite view. I take it that all do favor plans of some sort. Eight stated definitely a belief in the desirability of Part I, three that it was unnecessarily expensive or elaborate as now done, but apparently only one would do away with it entirely. Two are not sold on part two and five are indefinite. As for part three, nine definitely favor monthly scheduling, three others favor seasonal scheduling with such adjustments as needed during the season, presumably monthly. The others are indefinite. They still want more flexibility but seem to have no definite suggestion. Possibly they will work it out and come forward with a real suggestion later. Or possibly they will find, as others have, that by using the flexibility now possible they can get good results.

Others suggest the need for better work in the analysis, particularly more accurate time allowances. This I take it is a local matter which can be taken care of by time studies and tests on any Forest. I hope I have not been unfair in the interpretation of any statement but anyhow the statements are here to speak for themselves.

As you men in the work must know, the standard plan requires seasonal schedules, primarily for the analysis. The schedule serves as a method of determining or checking travel time allowances. For use, the monthly schedule is the plan. (See second paragraph of foreword, page 51 of Job Load Manual) The discussions indicate that this is acceptable to 80 per cent, with no serious objections from the other 20 per cent. In admitting the desirability of a monthly schedule I assume that you admit the necessity for taking it seriously and treating it as a schedule and not just a list of jobs.

Possibly you would like for me to express my own personal opinion now that you have expressed yours. As usual I am with the minority. I am with the three who favor seasonal planning. Democracy says the majority is right. Cynics are inclined to reply that the majority is never right—that it always lags behind. Possibly, I am just trying to rationalize my position. However, I do recognize that revisions are necessary, they are to all plans, and I respect your opinion, based on experience, that a monthly period works out best. My fear is that in use of the monthly schedule we may overlook that fundamental of planning which requires that we keep the end in

view and know where we are coming out.

In connection with this subject I suggest you read the second paragraph page 49, the first five lines, second paragraph, page 50, the second paragraph under "foreword" page 51, and the last sentence in the first paragraph under "Revisions" page 68, and then compare these statements with the suggestions in these papers.

A. F. HOFFMAN

MONTEZUMA

MANCOS, COLORADO

1. I believe that we all agree that we must have work plans, so any difference of opinion about plans must be over the form of plan that is best for us.

My experience with the present form of plan has been that the Rangers at first objected to them because they readily saw that the system was going to be a fairly close check on their work and would require that they do their work in an orderly, set way. It took a certain amount of debate to show that such an arrangement was desirable and then this objection faded out. Then there came the contention that the plans could not be carried out because there were always so many things coming up that interfered. To overcome that idea it was necessary to show the Rangers that they must be managers of their work and that if they regulated things they could still carry out the plans. Then came the desire to make the trip schedules at the beginning of each month instead of making them during the winter season for the whole coming field season. This question was met by explaining that it was desirable to analyze the years work all at one sitting and that it was desirable to replan the work at the beginning of each month. Other shots have been taken at the work plans but I believe that the three that I have mentioned are the most common ones.

The general idea was, when the job of plan preparation was started, that the plans would be non-flexible so a more or less general dislike for the plans was created. As time went on it was agreed that standards for doing the same kind of jobs on different Forests and Ranger districts must vary because conditions were different and it was also agreed that the order of following out the schedules during the year could be changed, if it was good business to do so. It then became evident that the plans were, or could become, of the flexible type.

It may be that we would have had better luck if the rough parts of the plan machine had been smoothed up before the new model had been put on the market.

It is certain that the plans of work are enabling us to do more and better work so it is also certain that we will not abandon the use of them. We need to decide if the form of plan should be revised and if so, in what way.

2. The thing to be done to adjust the tangle (if there is one), is to have those who say that the present form of plan is not workable, submit their proof. It may be that it will then be shown that they do not thoroughly understand the scheme. It may be found that the reason so many things interfere with the carrying out of the plans is that the work is running Forest Officers instead of Forest Officers running the work. It will probably

also be found that there are some changes that can be made that will make the work plans more effective.

3. After "what to do" has been decided, I believe that a small committee consisting of Supervisors, and members of the Washington and some of the Regional Officers should consider the entire work plan subject and decide whether changes are needed, and if so, should make them.

G. W. PIKE

BLACK HILLS

DEADWOOD, SOUTH DAKOTA

This subject of work plans is one that has been cussed and discussed considerably among the rangers. Probably more cussed than discussed. It might be interesting to view it from the ranger's standpoint.

As a new ranger on my first district, my introduction to the district was via the work plan, which the supervisor reviewed with me in detail. We revised Part I, covering objectives, standards of accomplishment, etc.; Part II, the job sheet of recurrent and non-recurrent jobs; and Part III, the monthly trip and job plan.

In this way I acquired a fairly comprehensive idea of what was to be done on the district, the amount of time that should be spent on any particular job, and the best day to do the job.

All this was an immense help, and without it I should undoubtedly have wasted much time and energy running hither and yon. However, I soon found that none of my trips were working out exactly as scheduled but I did manage to get most of the jobs done. I recall one job, painting the garage, scheduled for May that I did not get done 'till September. The important point here, as I see it, is that the job was done, and without the plan it would have probably been overlooked.

The old rangers all objected to the plans as unnecessary, a waste of time, they did not need them, and they could not see any sense in scheduling a conference or interview with a man for a particular day a year in advance who might by that time have died or left the country. They would concede that the plans might be all right for a new man, but that the trip plans just wouldn't work.

After a year or two of such jangling, the supervisor said, "All right you fellows seem to object only to the trip plans. As an experiment, you may make up your trip plans monthly and submit them with your "follow-up" for the preceding month." This worked so well that the experiment was continued. When the "follow-ups" come in they check very closely with the plans, and 'work plans' as a topic of conversation have been replaced by the Economy Act.

Only rarely now do you hear "work-plan" and then it's something like this, "That fire sure raised Hell with my work plan this month".

J. N. TEMPLER

HELENA

HELENA, MONTANA

Inasmuch as I have been somewhat derelict in my duty of spending Uncle Sam's time in preparing discussions for this course, it is possible that many of the participants have been grievously disappointed and I hasten to their aid.

"Simple plans are more workable, cost less and so must be the best." End of quote as the announcers say. Well do I remember, with the writer aiding and abetting, John B. Taylor with pallid brow and earnest gesture battling this point to a Mexican draw with the author of "Job Load Analysis and Planning of Executive Work", said author insisting that trip plans be made inviolate and taking a whale of a lot of umbrage when the writer timidly ventured a somewhat moth-eaten attempt at levity. At least I think he took umbrage; anyhow he took something from the umbrageous look he gave said writer.

So-o-o-o-o-o-, as Ed Wynn says, we now have cause to be thankful in spite of the forbidding look of the Job Load Analysis Manual. It would seem that the next desirable step is to make the preparation of and the finished plan as simple as possible without damage. With a statement of policy and a list of the jobs to be done the plan of work itself is subject to a lot of common sense modifications, namely less intensity in time set-ups, fewer attempts to specify where the ranger will be at any certain time, more flexibility and an inclusion in those first grade priority jobs of such jobs as we know with a reasonable degree of certainty must be done if we are to satisfactorily administer the district.

I maintain that the method used in the preparation of our plans is too costly in man-days, but, unless Brother Crawford goes into action, planning bids fair to take its place with Range Management, Forest Management and the other branches. But who am I to say not so. Perhaps, since, in common with the world's foremost planners, the Russians, we seem to be given to argumentative discussions and plans, their "Nitchvo" is applicable.

M. A. BENEDICT

SIERRA

NORTHFORK, CALIFORNIA

I have been wondering how long it would be before the mechanics of our work plan system would be under fire. The Service has always approached a problem with such enthusiasm that anyone who had the temerity to throw a little cold water on it was immediately put "in the dog house".

I think if you can get under the skin of any ranger, he will say that the seasonal plan is fine but that the scheduling should be done at the beginning of the month. This will require a more flexible system of handling the individual jobs so they will not be overlooked. Long before the present system was in effect, the Sierra had in effect the job list which after all is the essence of Taylor's elements, a, b, c, d, e. These jobs were set up on individual cards and roughly filed behind a monthly index. Then at the beginning of the month, the ranger made out his schedule. If his schedule didn't work out as anticipated due to jobs that Taylor calls "non predictable", he either filed his job cards, that he could not reach, ahead a month, or if the time for doing them had passed and they couldn't be reached, in the "not accomplished" file. If the job was completed he had the satisfaction of filing it under "accomplishment". The scheme was flexible and mechanically right.

Our plans are OK but we have made it difficult mechanically for the ranger to adjust himself after an eruption has "shot the schedule to pieces".

We are going back to our job lists as a better method than Part 2.

Mr. Taylor believes that the Service is being divided into two opposing camps on the question of work plans, those that say the plan won't work out versus those who will not concede a change in the plan except in case of major emergencies.

I have been exposed to a work plan which was made in 1927 and handed to me along with a ranger district late in the fall of 1928. The ranger on the district in 1928, told me that it had not worked because he was given a much larger trail program than the plan anticipated. The plan was worked over that winter and I started out in 1929 to follow it through, but the worst fire year on record hit the district and I didn't have time to even look at the plan after July 1. In 1930, I again started out to follow the plan but an adjoining district was suddenly split in two and one-half of it added to my district. The extra work involved forced me to abandon the plan.

During the next winter the plan was adjusted to fit this condition but in 1931 some incendiaryists took so much of my time that I only partially followed the plan. Last summer a great many plans were disrupted by an unexpected amount of work caused by the unemployment relief program. Next season some other emergency will arise.

I do not belong to the camp of those who say work plans will not work out. In fact, I believe some sort of work plan is absolutely necessary for efficient management. I believe the trouble lies in the way the work plans are built. Very well then, what is wrong with these plans? Why is it that these unforeseen emergencies come up and throw the plan out of balance?

When forest management plans were first made they were very complicated and technical. Practically they didn't work. Why? Because unforeseen emergencies arose that threw the plan out of balance. Since that time we have adopted much simpler plans. We had to have plans that were more flexible, could be easily adjusted to fit emergencies.

Isn't the same true of our work plans? We have started out with highly technical plans that cannot be adjusted to fit emergencies. We will eventually resort to a simple sort of a plan that can be changed to fit rapidly rising emergencies and ever changing conditions.

W. B. RICE

PAYETTE

EMMETT, IDAHO

Safe and sane ground usually lies somewhere about midway between two radically opposing camp. The Service has always seemed prone to grab off a new idea, and usually a good one, subject it originally to radical or lop-sided development, ride it to death for a while, and finally settle back to a reasonable ground where we are able to elicit most of the good, and eliminate much if not all that is harmful. For the past few years we have been taking the work plan idea for a ride but at the present time there are hopeful signs that it has passed through its childhood and will soon emerge in man's estate.

I have nowhere heard any opposition to the idea that more and better work can be done through the use of well prepared plans. However the

opposition to the present form of plan is so wide spread that it proves to me, not that hundreds of men who are well informed are wrong, but that we have failed so far to develop the exact forms of plan which is most suited to our particular needs.

The principal trouble in selling the plan idea in its original form came from several causes.

1. Not enough of the qualities of leadership used in putting over the idea. This applies I believe as much to the local administration units as to those higher up.

2. Too much assumption that our planning work must follow lines suited to mass production. Details of business planning are not necessarily best for forest planning. What is best for a stocking factory is not necessarily best for the Forest Service.

3. Compliance with plan has been judged too much on adherence to the time schedules set up in Part 3, and not enough on accomplishments and adherence to objectives, policies, priorities, methods and standards. There has been too little recognition of the fact that time schedules are a means and not an end. In short the plans have not been sufficiently flexible.

Anyone intimately familiar with local administrative work knows that dated time schedules made up in January cannot be made to work in July and August a majority of the time. I agree with P. K. that we should not scrap an opportunity to get somewhere with 47% of our time because 53% of it gets away from us. However I believe that any idea that cannot bat more than 50% is wrong in principle. The preparation of Part 3, of the plan a year in advance by men who know that conditions will develop which will make adherence impossible or inadvisable is a form of lip service to authority which tends to detract from the value of much in the planning work that is of real value. It tends to make planning work more perfunctory than it should be. Instead of giving real thought to the trip plans there is a tendency to let the old ones stand because "they will probably work as well next year as they did last anyway." To be of real value plans must not only be kept alive but the value of the planning idea must be a living thing in the minds of the men. Zest in planning comes from battling a problem and the making of a range inspection trip in August is not much of a problem in January, particularly when you know that the chances are better than even that you will have to do something different anyway on that particular date.

I think that we have been making a mistake in calling Parts 1 and 2, the analysis, and Part 3, the plan. Part 1 is the real analysis and no one questions its value. It is the "general plan" if we must conform to industry. Part 2 is more of a seasonal plan. It lists the jobs and time requirements by seasons and months, eliminates and shifts jobs until we get a balance. It can and does provide an easy method for recording unexpecteds and shifting of jobs to meet emergency or unusual conditions. Part 3 should be considered as the emergency part of the plan and should represent a live effort on the part of the administrative officer to get done the various jobs set up on Part 2. The job list in part 2 should be a continual challenge to our ingenuity to clean up the list in the most efficient manner possible and

this can only be accomplished by keeping Part 3 alive and up to date, in other words, by short term instead of long range trip plans. I believe that we should abandon the enervating practice of making up Part 3 a year in advance, and give this most valuable part of planning the breath of life by making the trip plans when they are needed and in no case more than a month in advance.

JOHN SEIKER

HARNEY

CUSTER, S. D.

Before discussing the particular kind of plan that is most applicable to Service conditions it might be well to consider the reasons why any plans are necessary. It seems to me that we need plans because of inherent human failings, common in a varying degree, to most of us:

1. Forgetfulness and indolence.
2. A tendency to lose sight of our goal in a mass of detail and routine.
3. Need for a guiding, but unattainable ideal.
4. A desire to be too individualistic.

To counteract these tendencies our plan should:

1. Clearly set forth the unattainable ideal.
2. List all the jobs that should be done and the time when it is best to do them.
3. Be rigid enough to maintain standards.
4. Be flexible enough to meet all emergencies and to allow for some individual planning and initiative.

To me a well designed work plan is an ideal which probably cannot be achieved but which should be adhered to as closely as possible. I like Mr. Taylor's solution of the problem of flexibility which naturally must enter into all plans; however the degree of leeway permitted should vary with the ranger in question.

A well constructed plan, developed by men acquainted with the work, will work out surprisingly well if every effort is made to follow it. Too often every excuse to deviate from the plan is welcomed rather than regretted. How often have you seen a trip schedule wrecked by a request for an S-22 sale and then discovered that the marked timber was still uncut a month later? Could not the permittee have been persuaded to wait without arousing his antagonism? I wonder how many of the so-called "plan wrecking special jobs", fire excepted, could be included in the regular trip schedules by a little variation rather than letting them disrupt the whole plan?

My idea of a perfect plan corresponds closely with Mr. Taylor's.

I. *Policies & Objectives:*

These are relatively inflexible and can be changed only by competent authority.

II. *Priorities, Standards & Methods:*

A concise summary of the relative importance of the regular jobs, the quality of work expected and the usual methods. (Mr. Taylor's classification of 3 priority classes seems excellent).

III. *Job Sheet:*

A complete list of all predictable jobs listed by months in

which these jobs should be done, each job designated as 1, 2, or 3 priority.

IV. *Trip Schedules:*

Monthly schedules of trips planned to secure the best possible results of progressive travel which will get all jobs done with as few special trips as possible.

V. *Conclusion:*

Statement of ranger's authority to deviate from plan under certain conditions. Importance of adhering to plan as closely as possible. Explanation of nature of plan and admission that it is intended as an ideal condition which cannot be followed to the letter but that the ranger will be judged by how closely, considering all circumstances, he can follow it.

This plan would, I think, be definite enough to outline clearly the work of the district and how and when it should be done. It would guide the ranger in choosing the jobs that had to be left out if emergencies arose. By not professing to be attainable, it would become an ideal to strive for, and a few failures caused by unforeseen circumstances would not break down the ranger's faith in the plan or himself. And yet the plan is there and will be used as a guide in judging the man's work, yet it is flexible enough not to destroy initiative and individual planning.

CHAS. DEMOISY, JR.

UINTA

PROVO, UTAH

Having just caught up with Lesson 15 and the bulletin on "Job Load Analysis and Planning" about the same time, I would like to express my ideas. I feel that this is the most important and timely of the subjects recently opened up for discussion. After four years of experience with scientific plan methods, it is a good time to check up and to try to compose the seeming difference of opinions as to the merits of these methods. We ought to be able to determine by now what is usable and what can be discarded.

The Analysis, Part I, is most important. I believe there is no better way to set out the jobs to be done, objectives, policies, priorities of work, methods and standards. It, with reference to the various manuals, handbooks and resource plans gives a good picture or background for the work of an administrative unit. Probably the analyses should be revised every 3 to 5 years to meet the major changes in changing administrative units or in nature or methods of work. The first time only is tedious, but nevertheless the analysis should be carefully and painstakingly made to be of real value.

Part II, monthly plans or job sheets, should be made from Part I, annually or seasonally. This is where flexibility and planning to meet emergencies can enter. Some of the jobs of lower priority as set out in Part I may have to be done in a different month or dropped in a particular year to allow for special work coming up on a ranger district or Forest or to handle a larger program of non-recurrent work for which an appropriation has just been made or made necessary for other reasons.

Collaboration by the supervisory officer in preparing these or review by him automatically accomplishes an annual revision of the Part I plan

and authorizes deviation from standards, abandonment or postponement of jobs as deemed necessary by the officer responsible.

Each member of the organization unit, fire or administrative guard, recreation patrolman, etc. should have job sheets prepared for him for the period of his employment. We like these on letter sized sheets, the work of each for each month set out on a separate sheet or sheets. Trip numbers can be noted in the margin opposite each job to indicate the order in which each will be taken up and how travel should be planned to accomplish economy in travel and efficient use of time. By making carbon copies of job sheets when they are made up, an extra copy of each is available, upon the back of which accomplishments or deviations, and why, can be noted by the officer concerned. After the end of the month the noted copy sent to the Supervisor gives him a progress report or current record of what is or is not being done.

This provides the best follow-up that we have yet been able to devise. New jobs can be added to the sheets or abandoned jobs can be stricken off. Usually there can be contact by 'phone or otherwise when there is necessity for changes of this kind, so that there is agreement in advance on revisions between the officer and his superior.

As a matter of fact, if thoroughly made, Part I and Part II, job sheets handled as described above are all that is necessary to good plans, efficient schedules and follow-up.

Part III, Trip Analysis, as contemplated in the standard requirements, may be all right to make once in a while to get a rough estimate of travel time required to do jobs in a certain order, but in actual practice is largely out of date for use as a trip plan by the time the trips must be made, 3 months to a year later. If used at all it will generally have to be revised. Here is where there is over-refinement in our plans and where the breakdown comes that gives one class the opportunity to say that plans can not be carried out and, therefore, are not worthwhile. I can agree with them so far as this Part III is considered as a plan of action to be followed out in all its predicted details.

Keep Parts I and II and put the effort into them that is justified as a real work plan and there should not be much difference of opinion or division into groups on the whole subject of plans.

Obviously, the nearer the time the trip is to be made the trip plan is written, the more usable it will be. Trip plans should be written at the beginning of the month for that month or might even be written at the beginning of each trip. They might be note book notes listing the jobs to be done in the order in which they will be reached on a progressive travel basis. These would be for the guidance of only the officer concerned, but based on the job sheet jobs as scheduled previously in the monthly job sheets and subject to inspection as to whether the officer is using proper judgment and redeeming his responsibility.

ALVA A. SIMPSON

BEAVERHEAD

DILLON, MONTANA

Taylor should be congratulated for the simplicity and clearness of his analysis of the component parts of the "plan" portion of our analyses.

Incidentally, I doubt if anyone questions the wisdom and need of the analysis portion of our present set-up. Its value has been too often demonstrated in its use in making organization savings.

Criticism has consistently been directed toward the "plan" portion of the analysis. An admission that there is value in the analysis as a whole. Taylor now breaks down the plan into six elements and, immediately, objectives and policies become fixed, or sufficiently fixed, to cause no concern until in our wisdom we agree on a change. Priorities are readily recognized for a reasonable time in advance. They change, it is true, but in annual review sufficient facts have been developed so that changes become readily apparent, and change is so slow that influences on our annual system of review in planning are at a minimum. True it is that quantities vary—due to economic conditions, climatic conditions, and what-not, yet we are able to recognize these influences sufficiently in advance so as to effect emergency plans that, keeping the initial objective in mind, take care of the immediate high priority.

Methods change as we become more proficient and more capable of handling our job, or as we change our modes of travel or policies and practices. These changes are directly due to planning, and are the result of good planning. It is, therefore, a feature of plans that they lead to changes in methods—more efficient ones, if you please. Those of us that operate under plans recognize this fact. As methods change, so standards are modified—a logical result of planning. Inflexible standards were the result of not planning. Plans have indicated the need for modifying standards, and will further indicate modifications as we perfect our planning technique.

Finally, the only element that leads to controversy is that of time schedules. One-sixth or about 17 per cent of planning causes the division into two camps. Here, Taylor says that 47 per cent of the work was predictable, so that we have only about 9 per cent of our plan that we object to. Since we place responsibility upon our District Rangers to properly handle fire, resource management, etc. on their districts, I am for placing this 9 per cent of planning responsibility on the ranger, and exercising only that control resulting from inspection.

Actually, haven't we been over-critical of our analyses because a very small percent of their set-up has proved to be a little difficult?

Why try to exercise control over the exact day the job is to be done? The sea captain changed his arrival date on account of the storm, yet did not abandon his trip.

C. L. VANGIESEN

ROOSEVELT

FORT COLLINS, COLO.

A plan is necessary in order to secure efficient work in any line. The type of plan should be governed entirely by conditions. A mental plan is usually adequate for the housewife and small businessman. Billion dollar industries have a need for complete, intensive written plans. Between these extremes where should Forest Service administrative plans fall? Should not the entire situation be viewed from the economic standpoint? If the preparation and revision of our plans is consuming more contributed time

and expense than is being saved by more efficient work under the plan, then we should be making red entries in our investment accounts. Should we not determine from industrial concerns what percentage of superintendents' and foremen's time is spent in preparing and revising plans? Under our present system the "foreman" is required to have a more detailed and intensive plan than the "General Manager".

In reviewing the "Job Load Analysis and Planning Manual" briefly, it is very apparent that we have evolved a very exhaustive system for the preparation of plans. The element in our present plans which I feel is most unnecessary is the time set-up in Parts I and II. On the Roosevelt, where there are many people living within and adjacent to the Forest, a large area of private land inside the boundary, and heavy recreational use, the best plan which can be prepared is subject to frequent and radical changes. It has been our practice to have the Rangers revise Part III of their plans each month, in advance. During the month, the work which has been completed is crossed out and the actual time required for the trip is inserted on Form 578W. It is obvious that at the end of each year the time set-up on the revised trip schedule will be hopelessly out of balance with the set-up on Parts I and II. This situation demands an annual revision of the entire plan. This system of maintenance will cost nearly \$200 per plan annually. Can we justify this cost by pointing to a compensating increase in efficiency? I am a firm believer in planning, but feel that our present plan is entirely too involved to apply to a ranger's job, a large part of which through necessity is labor and foreman's work.

A. H. ABBOTT

CABINET

THOMPSON FALLS, MONT.

Taylor's statement of the Service being divided into two camps on the subject of work plans is no more true than the fact that the Service opinion is divided into two or more camps on a good many other practices and policies. And this is perhaps why the final policies evolved are usually sound. It seems, to some of us at least, that many who oppose work plans are not actually opposed to planning their work, but really opposed to spending time on a complicated plan which takes more effort and time to make and put to use than is saved by conscientious use of the plan. In Region One, we are having a good deal of discussion relative to the value of grazing plans, yet a detailed grazing plan for a grazing unit which has been overgrazed for years and is heavily over-applied for each year is proportionately just as essential as a carefully worked out, detailed, complete fire plan is for a Forest which has during Forest Service administration repeatedly exceeded its allowable burn. No one can foresee in January where lightning will strike in August, nor can a ranger always foresee even a week in advance when some stump rancher will want to burn clearings, yet this in no wise would be considered sound reason for failure to adequately plan detection and suppression. Seemingly the greatest apparent reason that actual plan use is not meeting with more success is the failure to provide for flexibility, this including time definitely provided for unforeseen work as well as relative priority of the jobs set up. And possibly our technique of plan preparation is developing much faster than the ability of a part of our personnel to use a detailed work plan. To me the larger part of the problem

is training in the actual use of the work plan.

DEWEY S. WRIGHT

ROOSEVELT

BOULDER, COLORADO

Two camps. Quite an amazing statement; but one which I believe to be true. The most convincing fact against our present plan is after 5 years we are still unable to work it. Why? There is one of two reasons: Either the plan is wrong or those who are trying to use it are wrong. I cannot believe the latter is true, since everyone I have talked to has earnestly tried to make it a success. What, then, is wrong with the plan? First, as I see it, it is too involved, too complicated. Second, I do not see how we can plan and budget so far in advance the constantly changing work of a ranger district. How are we to foresee the desires or needs of 50,000 people? Last year the Boulder district alone had 500 new residents, placer and quartz miners. This year we believe we will have about the same number and can plan, in a way, to take care of them. We may get thru the season with only or two small fires, then again we may have several class "C" fires. There are lots of things which could be pointed out, but it seems unnecessary here.

When the plan first came out in 1928, I thought it had wonderful possibilities, but after five years of effort in trying to use it with considerable revamping, I am afraid I have changed my mind. I think the plan was splendid in analyzing the job, after which its usefulness was mostly lost.

I believe the first thing we need in administration is a graphic plan, based on objectives. This could then be used with the zoning method, having priority jobs and trip time schedules.

WM. R. KREUTZER

ROOSEVELT

FORT COLLINS, COLO.

We have found that planning and plans are necessary to get our work done properly and economically.

The general public expects and demands service similar to that received in the up-to-date store of today. We must keep abreast of this factor of business in general in so far as Government Regulations will permit.

In a country that is densely populated there is quite a large percentage of unforeseeable jobs that tend to disrupt the present plans of work. People want summer homes, free uses, small timber sales, large timber sales, someone to remove cattle from the roads or from the vicinity of their houses and premises, from the limits of a mining town or resort; to settle a dispute about the use of government lands, a road, a trail, or a bridge; a complaint by a professor and his wife that four gun-men threatened their lives and the prosecuting attorney and sheriff have advised them that the forest officer is the proper man to go to for relief, since they reside inside the Forest. (In this instance, the professor gave the ranger's wife a definite and limited time in which to make this investigation by telephone, and intimated that if speedy action were not gotten by the ranger he (the professor) would go higher up).

The ranger finds an illegal distillery has started a forest fire, puts out the fire, brings in the "still" to the post office and reports it to the Department of Justice, and gives evidence as to the violators of the 18th Amendment. Forest fires, of course, always do cause more or less breaking down

of the plans.

Studies and analyses of our work from time to time for the purpose of preparing a plan for doing the work appear to be necessary.

We should proceed along the lines suggested in "Job Load Analysis and Planning of Executive Work in National Forest Administration". Our plans should not be too rigid, but should rather be more simple, flexible, concise, workable, and complete enough to get the jobs, work, or projects completed as we desire them to be.

The plan, of course, must be kept up-to-date, must secure the proper kind of progress in forestry practices in the National Forests; must accomplish the work to be undertaken at a minimum cost; and must utilize and perpetuate the forest resources; and at the same time employ the greatest number of people, thus reducing the number of unemployed people.

Progress is what we want. Present economic conditions demand that the unemployed be given employment. Therefore we should be able to employ more men for manual labor on our Forests. We have been doing that in the past, and the costs for the work should be low enough to be in keeping with the present day changed economic conditions.

If, after running a cost study on the cost of our present work plan system, we should find that the results do not justify the outlay for an elaborate plan, it seems to me that a simpler, briefer, and less costly plan system could be worked out by the use of our present plans.

A briefer plan in that event, made in a pocket note book form, such as the average farmer could and would use, might well accomplish the same or even better results at a very small cost as compared with what a more elaborate and refined plan is actually costing the American people.

It is my personal opinion that efforts should be directed towards the development of a field notebook plan. This notebook form should embrace a plan of work and when completed take the place of the present-day diary. The diary-plan combination would set up a thing, job, or project to be done and there would be sufficient notes and figures on the sheets to fill all present needs and uses of both diary and plan of work. Cost data could also be shown on the same sheets and in time form 26 may also be eliminated or combined with the plan form.

HENRY C. HULETT

FREMONT

LAKEVIEW, ORE.

Let's start from the bottom to find the leak that seems to spoil the hundred per cent cooperation on work plans. By that I mean to go back to the ranger, the one who makes or breaks the plan. It's a known fact that many rangers scoff at the plan to start with. There may be several reasons for their actions.

Due to lack of records an efficient analysis is impossible, but not realized at the time of preparing Parts I and II. The result is that Parts I and II show a day's work while on the ground it actually requires 1½ or 2 days to accomplish the work. In other words the time overload is seldom written in Parts I and II of the plan. This is caused by the ranger reporting in his diary an eight-hour day when he really worked twelve or sixteen

hours. When Parts I and II are prepared or revised the work is often done so hurriedly that about all the ranger feels like he is able to do is to agree with the set up time suggested by his superiors, or else he makes a rash guess on what he thinks he should do the job in, disregarding the time it actually takes him to do the work. (An exception to the actual recording of time on the job would be under fire suppression. It seems human nature for a man to brag about the length of time he worked on a fire. While on the other hand it seems a shame to admit overtime on grazing, sales, special use, boundary posting, etc., even though it is just as important during its time as is fire suppression.)

Work plans have been made and revamped year after year since the plans were started in 1927. Perhaps our method of revamping the plan needs bolstering. Perhaps the follow-up report does not give us the information needed due to laxity of keeping records by the ranger. The follow-up report was simplified and clarified on this forest by the following plan. The time schedule columns of Part III were clipped to the original sheet so that the planned time and actual time would be shown as follows: (Illustration)

| | | | | | | | | | |
|-------------|--------------|-----------------|--------|-------|------------------|-------|--------|-------|--|
| Part 3 | | | | | | | | | |
| | | Forest District | | | Follow-Up Report | | | | |
| Plan Made | | By | | | Date Apprvd. | | By | | |
| Approved | | Date | | | | | | | |
| | | | | | | | | | |
| Description | PLANNED TIME | | | | ACTUAL TIME | | | | |
| | Non-Field | Field | | Total | Non-Field | Field | | | |
| | | Job | Travel | | | Job | Travel | | |
| | D. H. | D. H. | D. H. | D. H. | D. H. | D. H. | D. H. | D. H. | |
| | | | | | | | | | |
| | | 1 4 | 2 | 1 6 | 1 | 1 6 | 3 | 2 2 | |
| | 2 | 6 | 4 | 1 4 | 1 | 1 | 2 | 1 3 | |

The time requirements along with unforeseen jobs will be shown on the follow-up half of the report. They can then be readily written back into Part II of the plan. The revision of Part I will then follow from Part II.

A drastic illustration of time requirements has been selected to show the results when an old Part I was compared to the follow-up report of Part III. The time has been reduced to the number of eight hour days.

| | Planned | | | Working Days 2-Men | Actual | | | Total Days |
|--------|----------------|------------|------------|-----------------------|----------------|------------|----------------------|------------|
| | Non-Field Days | Field Days | Total Days | | Non-Field Days | Field Days | Non-Field Headq.Imp. | |
| June | 8 | 31 | 39 | 48 | 16 | 45 | 3 | 64 |
| July | 8 | 32 | 40 | 45 | 11 | 50 | 3 | 64 |
| August | 7 | 28 | 35 | 50 | 21 | 36 | 5 | 62 |
| Sept. | 9 | 30 | 39 | 46 | 15 | 39 | 6 | 60 |
| Oct. | 12 | 17 | 29 | 47 | 8 | 38 | 10 | 56 |
| Nov. | 11 | 8 | 19 | 44 | 17 | 16 | 11 | 44 |
| Total | 55 | 146 | 201 | 280 | 88 | 224 | 38 | 350 |

This shows at total of 70 days overtime exclusive of travel time which totaled 32 days for the six-month period, giving a total of 102 days overtime. Part I showed only time for one and one-half man, while the work on the ground showed work for approximately three men.

With this discrepancy could you make Part III of the Work Plan function properly? My answer is no. Parts I, II and III should correspond in all details and until this is done then the correlation between those in favor

of workable work plans and those against work plans will continue to widen.

The question arises as to whether the seasonal planning is of any value to us. Frankly, being an addict to monthly planning I say it is, but only when we ourselves are ready for it.

While seasonal planning may be a step and a half or two steps, most of us, perhaps due to Parts I and II of the plan, are prepared to take only one step, which could be represented in monthly planning. This monthly planning after being correlated with the follow-up reports would assist in checking and improving both Parts I and II. Such a procedure carried over a period of two or three years would give us an average on which to build a job load analysis. It would at the same time be a plan drawn up and prepared by the ranger. Having his first lesson, he would then be prepared to introduce his ideas into Parts I and II knowing at the time that he set the standards of time and that they were rigid but yet flexible enough to work under a seasonal planning. This should eliminate a large part of the 53 per cent of unforeseen work that Taylor found in one case, and which is apparent in the time comparison in this report.

Preparing the monthly plan gives the ranger a chance to mill over in his mind his past month's work. He then picks out his own mistakes and many times sees the light necessary to overcome such mistakes. He sets his jaw and determines to improve on next month's trip plan. The ultimatum is that there actually is an improvement and he sees it, which gives him the necessary encouragement to go on. After two or three years of this his follow-up report coincides with his plan. He is now ready for the next step and that is seasonal planning.

Perhaps this is too rosy a finish, but you seldom get what you don't work for.

J. W. HUMPHREY

MANTI

EPHRAIM, UTAH

This lesson, it seems to me, places the Supervisor in a rather awkward position. In court, the defendant is not required to answer any question that might incriminate him. In this lesson, however, the answer must be right to the point, and one that may incriminate the officer in making the reply.

Where work has been carefully planned, I cannot see how the plan can prove altogether worthless. Some men are expert in the preparation of plans; to others, the ability to see ahead has been denied. This being the case, to the one who likes to draw up plans, this work seems to be something of a fad and such an officer will go into great detail with his plan. To those who find plan making a difficult task, work plans requiring much detail are a nightmare, as is also the monthly check and revision of work plans during the field season which has been suggested and which will require considerable time if the suggestion is carried out when the officers are working from eight to twelve hours per day to take care of the regular work. I am wondering if this time element is not discouraging many a Forest officer in drawing up plans for the year ahead?

Work plans on this Forest have gone into less detail perhaps than for some of the other Forests; personally, I am much opposed to too much

detail and I am wondering if a revision during the field season will not encourage greater dislike of that work? Now, that we have all our plans written up for all local officers, it seems to me that they are very much worthwhile, notwithstanding the fact that for a number of years we have had a great many unexpected things come up to interfere with our plans such as details to insect control jobs and to fires, and in 1932, an unusual amount of emergency funds to be expended on practically all kinds of improvements? I am wondering also, if in many cases, in the preparation of these plans, the officer for whom the plans are being written does not get the impression that the plans are being made up to keep him on the job, and perhaps require more time on the day's activities than was being given? We have found it necessary to make considerable revision in some of our plans and not only that, we have found it necessary to make a lot of corrections for the amount of time necessary for various activities, and yet, I find in checking over the Rangers' time for the calendar year 1932 that we are probably closer in our estimates to the actual time needed than the percentage mentioned in the lesson.

2. For the present, we favor the continuation of the work plans as written up for this Forest. The Rangers read over their work-plan and if they do not get any more of it than just the reminder of the things to be done, the plan is worthwhile. In addition to the work plan, we require seasonal plans from all officers. If, as stated in the previous lesson, "The situation gives the order", who is in a better position than the Ranger to decide what should be done? It is true that some officers may occasionally try to adjust their plans to meet their personal convenience. It would seem, however, that the Supervisor should keep sufficiently close to the work on the various Ranger districts to see that the best results possible are obtained.

3. How to do it. A revision of the workplans each year should be made. Where necessary to make changes of minor importance, it may not be necessary to rewrite the plan. Pencil notes may suffice.

